



Assistance in capacity building of the Central Commission for Holding Elections and Referendums in Turkmenistan

Annual Project Progress Report

GOVERNMENT OF TURKMENISTAN



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Acronyms

(Note: it should be arranged in alphabetical order)

CEC	Central Commission for Holding Elections and Referendums in Turkmenistan
EAD	Electoral Assistance Division, Department of Political and Peacebuilding Affairs United Nations
GEWEE	Gender Equality and Women`s Economic Empowerment
LEC	Local Electoral Commission
MFA	Ministry of Foreign Affairs of Turkmenistan
REC	Regional Electoral Commission
RBEC	Regional Bureau for Europe and the Commonwealth of Independent States
TSM	Temporary Special Measures
UNDP	United Nations Development Programme
UN	United Nations



I. Executive Summary

During the reporting period of the joint UNDP–CEC project “*Assistance in Capacity Building of the Central Commission for Holding Elections and Referendums in Turkmenistan*,” the project advanced its overarching objective of strengthening institutional, technical, and gender-responsive capacities of electoral administration bodies. The project contributes to national priorities outlined in Turkmenistan’s Constitution and Unified Electoral Code, which guarantee universal and equal suffrage (Article 119) and mandate the Central Election Commission of Turkmenistan for Holding Elections and Referendums (CEC) to organize transparent, inclusive elections (Articles 21 & 25 of the Electoral Code). Within this context, the project directly supports the Government’s ongoing electoral reforms and modernization efforts—particularly the development of a single voter registry with gender-disaggregated data and enhanced training systems for election officials. The project is related to **CDP Output 1.3** legislation, policies, programmes, and their implementation are strengthened to address recommendations from United Nations human rights mechanisms, including the Universal Periodic Review, treaty bodies, and special procedures, with civil society participation. The gender marker of the project is **GEN 2**.

Progress Toward Outputs and Outcomes

Despite funding and scheduling challenges, the project achieved substantial progress toward its planned outputs:

Output 1: Strategy for establishing a unified voter register with gender disaggregated data developed

Activity 1.1. Support national stakeholders to study and learn from relevant regional examples and international best practices

The study visit of CEC to facilitate peer learning on electoral management and digital voter registries will be organized in 2025.

Activity 1.2. Organize seminars and workshops to consider and discuss various options for creating single voter registry with gender disaggregated data :

A two-day national workshop on developing a unified voter registry with gender-disaggregated data was successfully held on 9–10 December 2024 at the CEC headquarters. More than 50 percent of the 40 participants were women, reflecting strong gender representation. The training was facilitated by an international expert and adopted a training-of-trainers (TOT) model to ensure local replication across velayat and etrap election commissions. Participants reported increased knowledge of inclusivity, transparency, and integrity in voter registration systems, in line with NAM 2022 recommendations.

Activity 1.3. Support the CEC and other stakeholders in drafting an “options paper” for developing a single voter registry with gender data :

The development of Options Paper on a Single Voter Registry is planned to be completed in 2025.



Output 2: Capacity of electoral officials improved

Activity 2.1. Organizing BRIDGE trainings for the CEC with gender responsive approach:

A four-day BRIDGE training for CEC and local election officials planned for 18–21 February 2025 with participation from all regions.

Activity 2.2. Establishing a training center including a training library in the elections commission

This activity is planned for 2025.

Output 3: Political participation of women increased

Activity 3.1: Analysis of trends and relevant examples on improving political participation of women, including introduction of Temporary Special Measures (TSM)

Activity 3.2. Analysis of the electoral legislation of Turkmenistan and development of draft amendments for introduction of TSM

These activities are planned for 2025.

Challenges and Risks

Implementation of the project during 2024 faced several operational and contextual challenges that required adaptive management and close coordination among partners.

The delayed budget release at the end of the third quarter of 2024 disrupted early-year planning and activity implementation. To mitigate this, the project team revised the sequencing of activities, prioritized cost-efficient centralized events, and secured provisional approval for a project extension to ensure the achievement of key outputs.

Political instability and scheduling conflicts in partner countries also affected the organization of regional exchanges. As a mitigation measure, the planned study visit was shifted to 2025, while cross-office coordination continued through regular engagement between UNDP Resident Representatives across the region. UNDP facilitated official correspondence and coordination between the commissions, ensuring diplomatic and procedural alignment.

Utilization Update

The total project budget utilized for the 2024 cycle amounts to 12, 683.46 USD.



The total project budget 166, 414 USD from Government Fund. Overall project budget from the Government of Turkmenistan for this project utilized in 2024 is 12, 683.46 USD (in 2024) equals to 7.62% of utilization in 2024. Expenditures during the reporting period were directed toward workshops, BRIDGE training sessions, and consultant fees and utilized in compliance with the AWP according to UNDP rules and procedures.

II. Introduction / Background

Background and Rationale

The electoral system of Turkmenistan has advanced through constitutional and institutional reforms promoting public participation and transparency. Under Articles 45 and 46 of the Constitution, citizens have the right to elect and be elected to public bodies, while the Central Commission for Holding Elections and Referendums in Turkmenistan (CEC) ensures compliance with the principles of universal and equal suffrage. Following a request from the Ministry of Foreign Affairs, a UN Electoral Needs Assessment Mission (NAM) was deployed in July 2022. The NAM recognized progress in the electoral framework but identified the need for strengthened institutional capacity, digital modernization, and gender-responsive participation mechanisms.

Project Objective and Expected Results

The joint UNDP–CEC project “Assistance in Capacity Building of the Central Commission for Holding Elections and Referendums in Turkmenistan” seeks to enhance the institutional, technical, and gender capacities of the CEC and subordinate election bodies. Key outcomes include (i) development of a unified voter registry with gender-disaggregated data, (ii) improved capacity of electoral officials through BRIDGE and TOT trainings, and (iii) increased women’s participation in electoral processes through targeted measures and policy recommendations.

Strategic and Policy Context

The project aligns with SDG 16 (Peace, Justice, and Strong Institutions) and SDG 5 (Gender Equality), and contributed to the UNSDCF 2021–2025 priority on effective and inclusive governance. It also supports Turkmenistan’s commitments under the International Covenant on Civil and Political Rights (ICCPR) and regional cooperation frameworks such as the OSCE and CIS. The project builds on earlier UNDP assistance (2008–2014) and reinforces the country’s efforts to institutionalize transparency, accountability, and gender equality in electoral governance.

Implementation and Coordination

Jointly implemented by UNDP Turkmenistan and the CEC, with guidance from the Ministry of Foreign Affairs, the project had regular coordination meetings to ensure alignment with national priorities and synergy with other governance and gender initiatives. The CEC provides institutional leadership, while UNDP supports policy advisory, capacity building, and donor coordination.

Monitoring and Evaluation



Monitoring follows UNDP's Results-Based Management (RBM) framework and the Annual Work Plan (AWP), with quarterly progress tracking, joint review meetings, and post-training evaluations. Progress is validated through LPAC review and annual reporting to ensure transparency and accountability.

Summary

Overall, the project continues to serve as a strategic platform for advancing inclusive, transparent, and gender-responsive electoral governance in Turkmenistan. Through adaptive management and close collaboration with national stakeholders, it contributes to sustainable institutional development and the modernization of the country's electoral system.

III. Progress Review: Key Activities and Results 2024

Overview & Methodology

During 2024, the project "Assistance in Capacity Building of the Central Commission for Holding Elections and Referendums in Turkmenistan" advanced from planning into implementation of its core outputs. Despite initial delays, the project delivered workshops, trainings, and analytical deliverables that strengthened institutional capacity, advanced legal reforms, and promoted gender inclusion in electoral governance. The progress reported here is evidence-based, anchored on workshop evaluations, consultant reports, and public press releases.

For each, key activities, results, before/after comparisons, challenges, and lessons learned are discussed. Visual placeholders (to be replaced with actual charts, photos) are included to guide layout.

Output 1: Strategy for a Unified Voter Register with Gender-Disaggregated Data

Activity 1.2: National Workshop on Unified Voter Registry with Gender Data

On December 9-10, 2024, a workshop in the format of TOT was successfully conducted as part of the project aimed at assisting the Central Election Commission (CEC) of Turkmenistan in exploring options for creating a unified voter registry with gender-disaggregated data.

Originally, the plan was to conduct separate workshops across the five velayats. However, to streamline resources and enhance interaction, representatives from local election commissions across all four regions and Ashgabat city were invited to participate in a centralized workshop at the CEC headquarters. This approach ensured comprehensive regional representation and facilitated a more cohesive training environment. The trainers from all five velayats delivered the training as a result of this workshop in their respective velayat election commissions for the members of the velayat election commissions.



Photo 1: Opening of the event by Mrs. Narine Sahakyan, Resident Representative, UNDP Turkmenistan, and Mr. Gulmyrat Myradov, Chairperson of the Central Commission for Holding Elections and Referendums in Turkmenistan

The workshop was facilitated by an international consultant specializing in electoral systems, who shared expertise on legislative and administrative frameworks essential for developing a single voter registry. The event highlighted regional best practices and strategic steps adapted to Turkmenistan's context, emphasizing the role of gender-disaggregated data in promoting transparency and inclusivity within the voter registration process.

Participants engaged in discussions on inclusivity, accuracy, and integrity of voter registration, referencing best practices from Central Asia and global examples. This workshop aligned with the 2022 Needs Assessment Mission (NAM) recommendations, underscoring the importance of such a registry to strengthen electoral processes and ensure equal representation, particularly for women.

The consultant provided detailed materials, presentations, and legislative recommendations. Attendees' feedback indicated increased awareness and readiness for future phases involving policy and technical preparations. This centralized workshop served as a significant milestone in advancing Turkmenistan's electoral reform efforts, laying the groundwork for further development of an inclusive voter registry.

This initiative also measured the number of stakeholders engaged in such workshops, with an aim for at least 40 percent female participation.

Initially, the project anticipated engaging 500 participants, supported by a substantial budget. However, the government of Turkmenistan subsequently reduced the budget allocated for this activity, necessitating a strategic adjustment by the project team. To address this challenge, the approach was modified to focus on



quality over quantity. A targeted group of 40 senior-level and specialist participants from local election commissions, representing all four regions and Ashgabat city, were invited to participate in a centralized workshop at the CEC headquarters.

This workshop was conducted in a training-of-trainers (TOT) format, enabling these senior and specialist-level participants to serve as future trainers. Equipped with comprehensive training materials provided by an international expert, these 40 participants will cascade the knowledge gained to their colleagues at local commissions, thereby ensuring broader dissemination and capacity-building across the electoral framework.

The workshop emphasized international and regional best practices, legislative analysis, and the critical role of gender-disaggregated data for transparent and inclusive voter registration. Feedback from participants highlighted their increased understanding and readiness to implement these practices locally. This adaptive approach not only achieved effective engagement despite the budgetary constraints but also laid a foundation for ongoing, localized training efforts led by the participants themselves. More than 50% of participants were women. <https://www.undp.org/turkmenistan/press-releases/undp-supports-development-unified-voter-register-gender-disaggregation>

Before & After

- Before: No formal baseline analyses or internal consensus existed on legislative pathways to promote women's representation.
- After: An evidence-based legal and policy package is now available for legislative negotiation, backed by stakeholder dialogue, technical analysis, and practical recommendations to enhance gender inclusivity in electoral processes.

Gender Inclusivity & Participation

Across workshops and trainings, the project consistently achieved over 50% women participation, reinforcing gender parity in capacity-building efforts and supporting SDG 5 inclusion goals. Workshop on Introduction of TSM was conducted successfully for political parties, including Women's Union and other organizations and CSOs working on GEWEE and disability rights.

Budget & Timing Constraints

- Delays in fund release and budget reductions by national partners compressed the implementation window, forcing prioritization of high-impact, cost-efficient modalities (e.g., centralized workshops, e-library).
- The project's ability to re-sequence activities and secure a no-cost extension was essential to maintain deliverables.

Sustainability & Scaling

- The TOT model ensures that knowledge cascades locally, extending impact beyond central workshops.
- The digital e-library ensures long-term access to evolving materials, reinforcing institutional memory.
- The options paper and legislative proposals provide a structural foundation for reforms that can persist beyond project lifespan.



Summary & Forward Look

By the end of 2024, the project will have delivered Activity 1.2. with the launch of the project as it started in September 2024, due to late budget receipt.

Section 1: Analysis of Theory of Change

The Theory of Change (ToC) underpinning the UNDP electoral support project in Turkmenistan remains valid and strategically relevant. The central premise—that enhancing the institutional capacity of the Central Election Commission (CEC) and subordinate election commissions, improving knowledge and operational practices, and integrating gender-responsive measures will lead to more transparent, inclusive, and credible electoral processes—continues to hold true.

Empirical evidence from project implementation supports these assumptions:

- **Institutional Capacity Building:** BRIDGE training to be delivered in February 2025 will enhance the technical and operational capacity of CEC and regional election commission staff, supporting improved electoral administration (Indicator 2.1.1).
- **Digital Knowledge Management:** The launch of the CEC e-library to be done by December 2025 will ensure ongoing access to legal and procedural resources, promoting institutional learning and reducing operational barriers.
- **Gender Inclusion:** Legislative analysis and draft proposals on Temporary Special Measures (TSMs) to be submitted via Note Verbal to the MFA to national partners by December 2025 for further proposal to the Parliament. Stakeholder consultations and participation in the International Forum on Women's Rights raised visibility and advanced women's political participation in inclusive electoral reform (Indicator 3.2.1).

The underlying assumptions of the project's Theory of Change remain largely valid and continue to guide the strategic approach to improving electoral processes in Turkmenistan. The project assumes that strengthening institutional capacity, promoting gender-responsive reforms, and facilitating knowledge exchange will lead to more inclusive, transparent, and effective electoral administration. Evidence from ongoing implementation confirms that these assumptions hold: national stakeholders, including the Central Election Commission (CEC), Parliament, political parties, and civil society organizations, remain committed to modernizing electoral practices and increasing public trust in elections.

The project strategy continues to be relevant in the context of Turkmenistan's ongoing democratic transformations and constitutional reforms. Citizens possess constitutionally guaranteed electoral rights (Articles 45–46 of the Constitution; Article 7 of the Electoral Code), and the legal framework establishes a comprehensive system of commissions responsible for administering elections at national, regional, and local levels. However, gaps remain in areas such as centralized voter registration, gender-disaggregated data, and temporary special measures (TSMs) to increase women's political participation. The project will strategically address these gaps through interventions that combine capacity building, digital innovations, legislative analysis, and exposure to international best practices.

Section 2: Overall progress against outcomes

In 2024, the project did not achieve substantial progress against its planned outcomes. Due to the late receipt of funds, only Activity 1.2 was implemented, while the remaining outputs were scheduled for delivery



in 2025. Despite these early challenges, the project has since made significant strides in strengthening the capacity of the Central Election Commission (CEC) and subordinate election commissions, advancing the inclusivity and transparency of electoral processes, and promoting gender-responsive reforms in Turkmenistan.

Section 3: Monitoring and Evaluation¹ of activities.

N/A

Section 4: Progress against each output

Project Output 1: Strategy for establishing a unified voter register with gender disaggregated data developed		
Output indicators	Targets	Progress against targets
Indicator 1.1.1 Number of national stakeholders supported to study and learn from relevant regional examples and international best practices	Baseline: N/A AWP target: 4	Reporting period: No Planned for 2025 Note: Initially, 50 reps. Were planned which was not feasible due to the budget cut made by the Government of Turkmenistan.
Indicator 1.2.1 Number of seminars and workshops organized to consider and discuss various options for creating single voter registry with gender data	Baseline: N/A AWP target: 5	Reporting period: During the reporting period instead of 5 workshops one was conducted for two days with involvement of members of LEC from 5 velayats due to the budget cut.
Indicator 1.2.2 Number of stakeholders engaged from the seminars and workshops organized to consider and discuss various options for creating single voter registry (at least 40 percent women)	Baseline: N/A AWP target: 500	Reporting period: During the reporting period 40 people were engaged for this indicator as the budget was cut by the government after the initial draft of these indicators in the project document.
Indicator 1.3.1 Drafting of an “options paper” for developing single voter registry	Baseline: N/A AWP target: Yes	Reporting period: No Planned for 2025

¹ The later if applicable.



Indicator 2.1.1 Number of BRIDGE trainings organized for the CEC and lower-level election commissions	Baseline: 0 AWP target: 2	Reporting period: No Planned for 2025
Indicator 2.1.2 Number of CEC election commissions officials trained via BRIDGE trainings with gender responsive (at least 40 percent women)	Baseline: N/A AWP target: 20 people	Reporting period: No. Planned for 2025
Indicator 2.2.1 Establishment of a training centre including a training library (e-library) at the Central Election Commission	Baseline: N/A AWP target: Yes	Reporting period: No. Planned for 2025
Indicator 3.1.1 Development of analysis of trends and relevant examples on improving political participation of women, including introduction of Temporary Special Measures (TSMs)	Baseline: N/A AWP target: Yes	Reporting period: No. Planned for 2025
Indicator 3.2.1 Development of analysis of the electoral legislation of Turkmenistan and development of draft amendments for introduction of TSMs	Baseline: N/A AWP target: Yes	Reporting period: No. Planned for 2025



Key Activities:

Annual Reporting (March 2024–December 2024) By the end of the reporting year, the project had effectively delivered part of the activities in Output 1.



Under Output 1, the project advanced both the technical and policy foundations for establishing a unified voter register. Building upon the successful national workshop held in December 2024, technical working group was formed to start development of the Options Paper lead by an international electoral systems expert to develop legal analysis and recommendations to the *draft Law on Single Voter Registry in Turkmenistan in 2025*.

Key Results:

Under Output 1, the project advanced only part of the activities, specifically Activity 1.2, with Indicators 1.2.1 and 1.2.2 achieved as described above. In December 2024, a technical working group was established to initiate development of the Options Paper. This process, led by an international electoral systems expert, set the stage for producing legal analysis and recommendations to inform the draft Law on the Single Voter Registry in Turkmenistan in 2025. These achievements marked an important step toward institutional strengthening, laying the groundwork for legislative alignment and the eventual establishment of a unified voter registry. The project team and national partners carried out the necessary planning to successfully implement project activities and achieve all indicators in 2025.

Section 5: Cross-Cutting Integration

The project has actively integrated UNDP's cross-cutting priorities across its design, implementation, and monitoring phases, ensuring that all interventions are inclusive, rights-based, and contribute to sustainable institutional transformation.



Human and Social Context:

- Leave No One Behind** - The project is guided by the principle of leaving no one behind, with particular emphasis on ensuring equitable participation of women, youth, and marginalized groups within national human rights and governance systems. Training sessions and consultations were designed to include representatives from different regions and sectors, creating equal opportunities for engagement. This inclusive approach has enabled broader ownership of human rights and gender equality principles among duty-bearers and rights-holders alike.
- Human Rights** - Human rights principles form the foundation of the project's activities. All interventions have been aligned with Turkmenistan's commitments under international human rights instruments, including the ICCPR, CEDAW, and CRC, as well as other international human rights conventions and treaties. Through technical consultations and capacity-building initiatives, the project has strengthened the institutional capacity of national partners—such as the Ombudsperson's Office, the Boards of Lawyers, and the Central Election Commission—to apply a human rights-based approach (HRBA) in their operations. The development of a unified human rights and gender equality curriculum further supports systemic change by embedding human rights education into professional and academic settings.
- Gender Equality and Women's Empowerment** - Gender equality remains at the core of the project. All project activities are designed and implemented in line with UNDP's Gender Equality Strategy and the National Action Plan of Turkmenistan on Gender Equality for 2021-2025. During the reporting period, 62% of participants in capacity-building and consultative activities were women, reflecting a strong commitment to women's participation and leadership in governance and legal sectors.
- Disability Inclusion** - Within Output 3, the project will collaborate with civil society organizations (CSOs) focused on disability rights to strengthen inclusive practices. Although the project does not specifically target persons with disabilities, inclusion principles are embedded across all training and consultation activities. Accessibility of venues, materials, and communication tools is prioritized to accommodate participants with diverse needs. Building on this foundation, the project is working with CSOs protecting rights of people with disabilities to integrate disability inclusion modules in future phases.
- Cultural Heritage** - The project acknowledges the importance of respecting and reflecting local cultural and social contexts, especially through translating the training materials into the local language and acknowledging other cultural sensitivities during the planning and implementation stages. Activities and educational materials were adapted to align with the cultural and legal traditions of Turkmenistan, ensuring relevance and acceptance while upholding universal rights standards.
- Interactions between Social and Environmental Factors:** The project promotes institutional sustainability through capacity development and ownership by national stakeholders. By embedding HRBA and gender equality principles into official training curricula and governance processes, the project ensures that results are long-term and resilient beyond the project cycle. Furthermore, the integration of digital tools for knowledge management and reporting supports environmental sustainability by reducing reliance on paper-based processes and fostering more efficient communication systems among institutions.
- Sustainability and Resilience** - The project promotes institutional sustainability through capacity development and ownership by national stakeholders. By embedding HRBA and gender equality principles into official training curricula and governance processes, the project ensures that results are



long-term and resilient beyond the project cycle. Furthermore, the integration of digital tools for knowledge management and reporting supports environmental sustainability by reducing reliance on paper-based processes and fostering more efficient communication systems among institutions.

- **Natural Environment:** While the project does not directly address biodiversity conservation or natural resource management, its emphasis on human rights and governance indirectly contributes to the broader sustainability agenda. Strengthened institutions and inclusive policies foster accountable governance systems that can, in the long term, enhance decision-making on environmental protection, climate resilience, and sustainable development.

In summary, the project has effectively mainstreamed the key cross-cutting themes of *Leave No One Behind*, *Human Rights*, *Gender Equality*, and *Sustainability*. Its institutional approach ensures that these principles are not implemented as stand-alone components but rather embedded within all operations, policies, and capacity development interventions — paving the way for sustainable, inclusive governance and strengthened human rights protection mechanisms in Turkmenistan.

IV. Partnerships and Sustainability

During the reporting period, the project continued to strengthen and expand strategic partnerships with a broad range of national and regional counterparts, building upon the foundation established through earlier UNDP–Central Election Commission (CEC) collaboration during the period 2008–2014. The reporting year marked an important step forward in revitalizing and diversifying these partnerships to promote inclusive, transparent, and gender-responsive governance processes in Turkmenistan.

Strengthened Institutional Partnerships

At the core of the project's implementation lies a renewed and dynamic collaboration with the Central Commission for Holding Elections and Referendums in Turkmenistan, as well as its regional and local election commissions. This renewed engagement represents a milestone for UNDP, as it marks the first structured cooperation with these entities since the previous joint project with the CEC concluded in 2014. Through this partnership, the project supported dialogue, technical consultations, and capacity-strengthening activities designed to align national electoral processes with international good practices and human rights principles.

In parallel, the project established new partnerships with the Parliament (Mejlis) and political parties, contributing to more inclusive and representative discussions on governance and citizen participation. Engagement with civil society organizations (CSOs) further expanded the scope of collaboration, facilitating participatory consultations and awareness-raising initiatives that promote gender equality, civic engagement, and respect for human rights at both the national and local levels.

These partnerships have significantly enhanced the project's ability to achieve its outputs by promoting ownership, strengthening institutional capacity, and creating cross-sectoral linkages between state institutions and civil society actors. As a result, national partners have demonstrated increased readiness to integrate gender and human rights perspectives into their planning and decision-making processes.



Visibility, Knowledge Sharing, and Lessons Learned

Visibility and communication have been integral components of project implementation. Project achievements and lessons learned were disseminated through targeted outreach campaigns, media coverage, and public events highlighting UNDP's support for institutional capacity development and gender-responsive governance. The inclusion of gender-disaggregated results and success stories in national reports and online platforms further enhanced the project's transparency and public engagement. These experiences will inform future programming in governance and human rights, both in Turkmenistan and across the region.

In summary, the project's strengthened partnerships — spanning electoral institutions, government bodies, civil society, academia, and the UN system — have significantly enhanced its effectiveness, ownership, and visibility. The revival of collaboration with the CEC and political actors since the previous project finished in 2014, together with the upcoming UNDP–UNRCO joint evaluation, underscores the project's commitment to integrated, evidence-based, and sustainable support for inclusive governance and democratic development in Turkmenistan.

Sustainability

Ensuring the sustainability of project results has remained a central focus throughout implementation. The project was designed to foster institutional ownership, strengthen national capacities, and create enabling mechanisms that allow for the continuity of interventions beyond the project's duration. These efforts have yielded tangible progress, as evidenced by the proactive steps taken by national counterparts to institutionalize and scale up results.

Update on risks and mitigation measures

1. Short-term project implementation

The project started its activity later than expected in the project document.

Mitigation measure/activities for treatment: To speed up receiving GOVT cost sharing funding by the project team.

2. Political will to further improve the legislative framework

Lack of strong political support in improvement of the legislation of the electoral system.

Mitigation measure/activities for treatment: The Technical Working Group (TWG) will be established within the project and will be the forum to discuss the practical and technical components of the electoral support to the CEC. TWG involved CEC Secretariat Staff and other CEC officials, UNDP national and international experts who will develop the the legislative analysis and provide recommendations to the draft of the Law on single voter registry in accordance with international best practices within the project.

3. Commitment of the Government and the CEC of Turkmenistan to the implementation of the Project.

Mitigation measure/activities for treatment: The project activities planned for 2024 were completed on time.



Comment: The level of commitment from the Government and the Central Electoral Commission (CEC) of Turkmenistan to the implementation of the project can be assessed as minor. From the outset, the Government demonstrated its willingness to engage, providing assurances of support and facilitating coordination with relevant institutions. This early commitment created a foundation for collaboration and enabled the project team to initiate activities in line with agreed priorities. Overall, the strong commitment reflected both the Government's readiness to cooperate and the need for continued advocacy to deepen the CEC's role in project execution.

Conclusion: During the reporting period, the overall risk landscape of the project remained stable, with no significant new risks emerging. Risk monitoring and management were carried out in accordance with UNDP's monitoring and evaluation plan. The risk log was actively maintained, with risks reviewed and appropriate mitigation measures applied.

V. Key Challenges, Lessons Learned and Recommendations

Key challenges

The project encountered several interlinked challenges during its one-year implementation period. The compressed timeframe and late arrival of government funds created difficulties in sequencing activities, particularly those requiring multi-stakeholder coordination and validation. Because of this limited duration, the project was unable to conduct comprehensive follow-up assessments on capacity-building activities or capture medium-term behavioral and institutional changes.

In addition, coordination and clearance procedures for joint activities often led to delays internally and externally. Activities requiring multiple institutional endorsements or formal notifications slowed the pace of implementation, especially in the early months. These procedural bottlenecks highlighted the complexities of working across diverse institutional frameworks.

Lessons Learned and Way Forward

The project reaffirmed that strong national ownership, early engagement with key partners, and alignment of activities with institutional priorities are critical to ensuring sustainability and impact. Building flexibility into project design—particularly regarding timelines—emerges as a key lesson for ensuring adaptive management. The project continuation request from national counterparts confirms the project's relevance and success, underscoring the need to expand support in areas of institutional modernization, digital transformation, and gender-responsive electoral governance in the next phase.

Lessons learned during this phase have already informed implementation adjustments. The shift to centralized workshops, the development of digital knowledge repositories, and proactive stakeholder engagement are direct outcomes of reflective learning. These approaches will be further expanded in the next phase to enhance efficiency, ensure continuous improvement, and remain responsive to evolving needs.

Recommendations

To address these challenges, several recommendations have been identified for the next project phase. Extending the implementation period would allow technical assistance, institutional development, and evaluation activities to be more evenly distributed. This would provide sufficient time for consolidating results and conducting deeper follow-up on capacity outcomes. Performance indicators should also be adjusted to reflect longer-term institutional change rather than focusing solely on immediate outputs.

At the same time, sustained high-level dialogue with government authorities is essential. Continued technical support for legislative implementation will reinforce institutional reform and strengthen electoral governance.

1: Financial Summary²

Data contained in this financial report section is an extract of UNDP financial records for the date December 24, 2024. All financial provided above is provisional. Certified financial statements will be provided on March 30, 2024.

Table 1: Overview of available resources for the project duration

Donor	Opening Balance	Contribution Received	Available Resources
Government of Turkmenistan	0.00	166,414.00	166,414.00
UNDP	0	0	0
Total	0.00	166,414.00	166,414.00

Table 2: Overview of allocation and utilization³ per output

Budget Item	Government of Turkmenistan		UNDP		Total Budget	Total Utilization	Budget Utilization in %
	Total Approved Budget	Utilization	Total Approved Budget	Utilization			
Output 1: Strategy for establishing a unified voter register with gender disaggregated data developed	34 907,46	5 783,50	-	-	34 907,46	5 783,50	16,57%
Output 2: Capacity of electoral officials improved	98 099,16	6 390,30	-	-	98 099,16	6 390,30	6,51%
Output 3: Political participation of women increased	33 407,38	509,66	-	-	33 407,38	509,66	1,53%
	166 414,00	12 683,46	-	-	166 414,00	12 683,46	7,62%

Of the USD 166,384.96 presented above, USD 12, 683.46 corresponds to eligible expenses (as per IPSAS terminology), and corresponds to legal commitments in force between UNDP and third parties for the reporting period December 24, 2024



VI. Annexes

Annex I: Progress Review: detailed matrix of activities and results

Output 1	Indicators	Baseline	Annual target 2024	Annual progress 2024
Strategy for establishing a unified voter register with gender disaggregated data developed Budget: 34 907,46 USD Expenditure to date: 5 783,50 USD	1.1.1.# national stakeholders supported in learning from relevant regional examples and international best practices	0	0	0
	1.2.1.Number of seminars and workshops organized to consider and discuss various options for creating single voter registry with gender data	0	5	1 TOT
	1.2.2. Number of stakeholders engaged from the seminars and workshops organized to consider and discuss various options for creating single voter registry (at least 40 percent women)	0	500	40 TOT
	1.3.1.Drafting of an “options paper” for developing single voter registry	No	No	No



Activities			Results	
Activity 1.1.: Support national stakeholders in exploring relevant regional examples and international best practices		Planned to be conducted in 2025.		
Activity 1.2 Organize seminars and workshops to consider and discuss various options for creating single voter registry with gender disaggregated data		On December 9-10, 2024, a workshop in the format of TOT was successfully conducted as part of the project aimed at assisting the Central Election Commission (CEC) of Turkmenistan in exploring options for creating a unified voter registry with gender-disaggregated data. Originally, the plan was to conduct separate workshops across the five velayats. However, to streamline resources and enhance interaction, representatives from local election commissions across all four regions and Ashgabat city were invited to participate in a centralized workshop at the CEC headquarters. This approach ensured comprehensive regional representation and facilitated a more cohesive training environment. The trainers from all five velayats delivered the training as a result of this workshop in their respective velayat election commissions for the members of the velayat election commissions.		
Activity 1.3.: Draft an “options paper” for developing single voter registry		Planned to be finalized in 2025.		
Output 2	Indicators	Baseline	Annual target 2024	Annual progress 2024
Output 2: Capacity of electoral officials improved	2.1.1 Number of BRIDGE trainings organized for the CEC and lower-level election commissions	0	0	0



Budget: 98 099,16 USD Expenditure to date: 6 390,30 USD	2.1.2 Number of CEC election commissions officials trained via BRIDGE trainings with gender responsive (at least 40 percent women)	0	0	0
	2.2.1.Establishing a training center, including a training library in the elections commission	No	No	No
Activities			Results	
2.1. Organizing BRIDGE trainings for the CEC with gender responsive approach		Planned to be conducted in 2025.		
2.2.Establishing a training center, including a training library in the elections commission		Planned to be conducted in 2025.		
Output 3	Indicators	Baseline	Annual target 2024	Annual progress 2024
The political participation of women increased Budget: 33 407,38 USD Expenditure to date: 509,66 USD	3.1.1.Development of analysis of trends and relevant examples on improving political participation of women, including introduction of Temporary Special Measures (TSMs)	No	No	No
	3.2.1. Development of analysis of the electoral legislation of Turkmenistan and development of draft amendments for introduction of TSMs	No	No	No



Activities		Results
Activity 3.1: Analysis of trends and relevant examples on improving political participation of women, including introduction of Temporary Special Measures (TSM)		Planned to be conducted in 2025.
Activity 3.2. Analysis of the electoral legislation of Turkmenistan and development of draft amendments for introduction of TSM		Planned to be conducted in 2025.

Annex II: Risk log

#	Description	Date Identified	Type	Impact & Probability	Counter-measures / Mngt response	Owner	Last Update	Status
1	Short term for project implementation	01.03.2024	4.Organizational	Intermediate	To speed up receiving GOVT cost sharing funding	Gulalek Volmamedova, Program Analyst	31.12.2024	Ongoing
2	Political will to further improve legislative framework	01.03.2024	7.Strategic	Intermediate	The Technical Working Group (TWG) will be established within the project and will be the forum to discuss the practical and technical components of the electoral support to the CEC. TWG involved CEC Secretariat Staff and other CEC officials,	Gulalek Volmamedova, Program Analyst	31.12.2024	Ongoing



					UNDP national and international experts who will develop the legislative analysis and provide recommendations to the draft of the Law on single voter registry in accordance with international best practices within the project.			
3	Commitment of the Government and the CEC of Turkmenistan to the implementation of the Project.	01.03.2024	Strategic	Minor	Close cooperation with national counterparts was maintained on all levels, and continuous communication with the relevant focal point from CEC was ensured. Coordination was strengthened through their engagement in Project Board meetings.	Gulalek Volmamedova, Program Analyst	31.12.2024	Ongoing



Annex III: Annual Work Plan for 2024- 2025

Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
<u>Output 1: Strategy for establishing a unified voter register with gender disaggregated data developed.</u> <u>Gender marker: 2</u>	1.1. Support national stakeholders to study and learn from relevant regional examples and international best practices.							UNDP	Government of Turkmenistan	71600 transportation costs (4 people x 5 day visit)	9 620
	1.2. Organize seminars and workshops to consider and discuss various options for creating single voter registry with gender disaggregated data.							UNDP	Government of Turkmenistan	71200 (1 international expert x 10 days)	6 000
										71600 transportation costs (1 international expert x 6 days)	2 981



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
										75700 trainings, seminar (10 people x 4 days)	3 491
	1.3. Support the CEC and other stakeholders in drafting an "options paper" for developing single voter registry with gender data.							UNDP	Government of Turkmenistan	71200 (1 international expert x 15 days)	9 000
										71600 transportation costs (1 international expert x 7 days)	3 231
										71300 (1 national expert x 30 days)	3 000



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
										74500 (operational costs)	1 062
	Sub-total for Output 1										38 535
	GMS 7%									71500 GMS	2 687
	Total on Output 1, including GMS 7%										41 071
<u>Output 2: Capacity of electoral officials improved.</u> <u>Gender marker: 2</u>	<i>2.1. Organizing BRIDGE trainings with gender responsive approach for the CEC and lower-level election commissions.</i>							UNDP	Government of Turkmenistan	71200 (2 international expert x 10 days)	12 000
										71600 transportation costs (2 international expert x 7 days)	6 462



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
										75700 trainings, seminar (10 people x 5 days)	5 770
	<i>2.2. Establishing a training center including a training library in the elections commission.</i>							UNDP	Government of Turkmenistan	71200 (1 international expert x 6 days)	3 600
										71600 transportation costs (1 international expert x 4 days)	2 481
										75700 trainings, seminar (10 people x 3 days)	2 773



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
	Direct Project Cost									74500 (operational costs)	853
	Sub-total for Output 2										33 939
	GMS 7%									75100 GMS	2 376
	Total for Output 2, including GMS 7%										36 315
<u>Output 3: Political participation of women increased.</u> <u>Gender marker: 2</u>	<i>3.1. Analysis of trends and relevant examples on improving political participation of women, including introduction of Temporary Special</i>							UNDP	Government of Turkmenistan	71200 (1 international expert x 7 days)	4 200
										71600 transportation costs (1 international expert x 5 days)	2 731



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
	<i>Measures (TSM).</i>									75700 trainings, seminar (10 people x 2 days)	1 865
	<i>3.2. Analysis of the electoral legislation of Turkmenistan and development of draft amendments for introduction of TSM.</i>							UNDP	Government of Turkmenistan	71200 (1 international expert x 20 days)	12 000
										71600 transportation costs (1 international expert x 5 days)	2 731
										71300 (1 national expert x 20 days)	2 000



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025		Funding Source	Budget Description	Amount (USD)
	Direct Project Cost									74500 (operational costs)	853
	Sub-total for Output 3										26 381
	GMS 7%									71500 GMS	1 847
	Total for Output 3, including GMS 7%										28 227
Project Management	Project staff remuneration							UNDP	Government of Turkmenistan	71400 (Project Manager 100%) 1 x 14 months	35 574
										71400 (Project Assistant-20%) 1 x 14 months	3 987
										71400 (Technical Adviser - 50%) 1 x 14 months	15 062



Expected Outputs	Planned activities	Planned Budget by Quarter						Responsible party	Planned budget		
		Q1 2024	Q2 2024	Q3 2024	Q4 2024	Q1 2025	Q2 2025			Funding Source	Budget Description
	Connection and Internet							UNDP	Government of Turkmenistan	72400 (14 months)	1 232
	Office supplies							UNDP	Government of Turkmenistan	72500 (14 months)	400
	Direct Project Cost							UNDP	Government of Turkmenistan	74500	568
	Sub-total for project management										56 823
	GMS, 7%									71500 GMS	3 978
	Total for Project Management										60 801
Total, Government of Turkmenistan											155 527
GMS, 7%											10 887
Grand Total, including 7% GMS											166 414

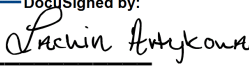


Annex IV: Assets List.

N/A

Annex V: Knowledge Generation.

During the reporting period, the project generated limited institutional knowledge due to the late receipt of funds and was able to implement only Activity 1.2. and achieved indicators 1.2.1. and 1.2.2.

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